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ABSTRACT

At the Utah State Prison philosophy and purpose have changed from incarceration and punishment to education and rehabilitation. Where funds and personnel are available, inmates have opportunity for therapy, counseling, schooling, vocational training, and work release employment. Twenty-two rehabilitation factors have been identified and described. Leading the list in importance to both prison staff and inmates are Secondary Education, Vocational Training, Elementary and Basic Education, and On-the-job Training. Analysis of opinions of 170 persons at the prison, 68 staff members (32 percent of all staff members) and 102 inmates (sixteen percent of all inmates), reveals a more than incidental positive agreement on rehabilitation factors. However, staff gave counseling and therapy a high place while inmates placed education and training first; this disparity came from the practical problem of lack of staff to provide adequate participation in these activities. The public speaking program had strong endorsement from those who participated in it and from the prison staff. In 1967-68 twelve and half percent of the inmate population enrolled in education classes and fourteen percent in vocational or on-the-job training. (Author/MS)

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A DESCRIPTIVE ANALYSIS OF VOCATIONAL REHABILITATION AND TRAINING PROGRAMS AND TECHNIQUES AT THE UTAH STATE PRISON

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U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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ABSTRACT

Philosophy and purpose at the Utah State Prison have changed from incarceration and punishment to education and rehabilitation. Insofar as funds and personnel are available, programming calls for all inmates to have opportunity for therapy, counseling, schooling, vocational training, and work release employment.

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Twenty-two readily identifyable rehabilitation factors are listed and described in this report. Leading the list in importance, as indicated by both prison staff and inmates, are Secondary Education, Vocational Training, Elementary and Basic Education, and On-the-job Training.

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Analysis of opinions of 170 persons at the Prison, 68 staff members, which represents 32 percent of all staff members, and 102 inmates, which represents 16 percent of all inmates, reveals a more than incidental positive agreement on rehabilitation factors. Only in counseling and therapy was there a wide disparity. Staff gave these a high place, inmates placed education and training first. Interviews revealed that the disparity came from a practical problem--lack of staff to provide adequate participation in these activities.

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While not rated high by inmates generally, the public speaking program has strong endorsement from those who participate in it, and from the prison staff. As a public information medium, it is said to serve an important purpose, by giving church, school and civic groups, information about prison education programs, development activities, and inmate readjustment, not available from other sources. It provides inmates opportunity to point out to youth groups the advantages they have and how quickly these advantages can be snatched away by a few minutes of folly.

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Rehabilitation and education at the prison should have further study and implementation. In 1967-68, 12½ percent of the inmate population enrolled in education classes and 14 percent in vocational or on-th-job training. There should be a high involvement in Education at the Prison. It should parallel the educational program of the public schools.

I. INTRODUCTION

In a report entitled "Crime and Penalties in California," made in March 1968 by the California Legislature, the following statements are made:

> There is no evidence that severe penalties effectively deter crime.
>
> There is no evidence that prisons rehabilitate most offenders.
>
> The timing of parole release for lesser offenders is determined by arbitrary and unscientific criteria that do not further the ends of justice, economy, or public safety.
>
> There is evidence that larger numbers of offenders can be supervised effectively in the community at insignificant risk and considerable savings in public expense. . . . .

Statements of this nature are found in increasing numbers in correctional literature of the past few years. These are a part of the growing trend away from the out-dated philosophy of incarceration and punishment for public offenders, and toward education and occupational training as rehabilitation measures.

The Utah Inter-Agency Council On Public Offenders embarked on a project in 1968 to study present offender rehabilitation practices and problems in Utah correctional institutions, and to sponsor an inmate pre-release vocational training project through the Manpower Development Program. This council is composed of State Board of Corrections, Adult Probation and Parole, Utah State Prison, Department of Public Welfare, Board of Pardons, Utah State Board of Alcoholism, University of Utah Alcoholism Clinic, Alcoholism Foundation, Division of Vocational Rehabilitation, The Salvation Army, the Utah State Department of Employment Security, Utah State Board of Education, and Utah Technical College at Provo.

The total project is planned in three phases: (1) an evaluation of present rehabilitation, education and training programs, with recommendations for improvement and adjustment; (2) observation and evaluation of the manpower training project; (3) interpretation of the findings of Phases I and II and publication of a report of the findings and evaluations with recommendations for improved and extended education and rehabilitation services for inmates of the prison.

This is a report of the first steps in Phase I of the project--a descriptive analysis of the factors and programs operating for rehabilitation at the institution in 1968.

The objectives of this analysis are: (1) to identify and describe the specific influences and programs that are rehabilitative in nature which act upon inmates in the prison, prior to their release or parole; (2) to evaluate these actions through an opinion poll of the administrative and staff personnel of the Prison and of inmates who have been at the Prison sufficient length of time to have felt the influence of these forces or programs; (3) to interpret the results of the polls and attempt to provide a descriptive analysis of the actual influences affecting rehabilitation and training of inmates and to suggest ways for improved use of these influences.

II. REHABILITATION INFLUENCES AND FACTORS OPERATING AT THE UTAH STATE PRISON

Identification of the factors influencing rehabilitation at the Prison was made by informal discussion with members of the Prison staff including the Warden, Associate Wardens, Counselors, Case-Workers, Pyschologists, Supervisors, and technical employees. A list of 22 factors were compiled and each factor was defined for this report. The factors were then prepared in a survey form and personal interviews were conducted with a third of the prison staff--administrators, technical personnel, supervisory personnel, and employees--in all divisions of the institution. In addition a similar form designed for inmate participation was prepared and personal or group interviews were held with a one-in-six sample of the population of inmates in the Prison.

Twenty-two factors identified:

Twenty-two identifiable factors in rehabilitation were found in terms of this brief definition:

> Rehabilitation: The organized remedial, instructional, and vocational program, within and without the prison, the purpose of which is to prepare inmates for adjustment and return to society as useful, productive and moral citizens and responsible adults and family members.

As discussed with the prison staff this definition includes the counseling, therapy, and other services the intent of which is to guide the inmate in his return to responsible citizen status.

The factors are as follows:

> Athletic Activities: All athletic and competitive games in which inmates participate within the prison, and in competition with

agencies outside the prison. These may include basketball, baseball, softball, wrestling, boxing, and similar events.

Arts and Crafts: Leisure time and avocational pursuits by which inmates occupy time and cultivate interests and skills in the fields of leather craft, woodcraft, painting, metal craft, plastics, model building, and others. Articles produced may be used as presents or for sale.

Basic Education: Individual and group instruction in classes or by correspondence, designed specifically to advance the educational achievement level of inmates to the point that they can enroll and succeed in vocational training or on-the-job training courses. These are courses in regular elementary or secondary education classes which have as their objectives the attainment of educational achievement to enter Utah Technical College programs.

Classification: Consultation under the direction of the Chief Social Worker in which inmates appear singly before the counselor and other selected prison administration personnel to discuss their individual problems and needs in relation to their welfare in the prison and their program for rehabilitation, education or other action preparatory to release.

Counseling: Periodic personal consultation of an inmate with an assigned counselor, a chaplain, or social worker to assist him in understanding himself, his situation, his problems, his interests, aptitudes, etc. The counseling may be social, moral, vocational, religious, or other, or it may be psychological or psychiatric in nature.

Elementary Education: Classes or a curriculum in which inmates enroll with the objective of educational advancement toward a certificate or toward high school entrance.

Group Therapy: A planned series of group meetings in which a program of psychological, social, moral, or other therapy is carried out for group members. The program is directed by assigned members of the prison staff, but meetings may be conducted by inmates.

Individual Therapy: An extended, planned program of meetings between an inmate and a selected prison staff member for the purpose of psychological, social, or other re-direction of the inmate into more acceptable attitudes, conduct, or understanding.

On-the-job Training: Supervised work in a specific occupation on a job accompanied by planned technical instruction during part of the working day or in the evening.

Job Placement: Securing of an employment situation for an inmate upon his release from the prison, or upon his achievement of a status where he may be employed on a "work release" basis.

Parole: Release from prison under supervision, given to a prisoner before expiration of his sentence, on condition of good behavior.

Public Speaking: The giving of addresses to public, religious or other groups outside the prison by inmates.

Probation: The conditional suspension of sentence of a person convicted but not yet imprisoned.

Religious Activities: All activities, religious or moral in nature conducted by or under direction of prison chaplains or members of the clergy, except counseling.

Secondary Education: Formal courses or curricula designed to prepare inmates for high school certificates or diplomas.

Social and Recreational Activities: Planned group functions in which inmates engage for recreation and development; these may include clubs, dramatic productions, musicals, rodeos, non-athletic games, and tournaments, and entertainments.

Testing and Evaluation: The planned program of giving intelligence, achievement, aptitude, interest and other formal and objective tests to inmates and the evaluation of these through scores or profiles with the inmates to assist them in planning a rehabilitative, educational, vocational or other program for re-instatement into society and employment.

Vocational Training: Full time classes in the prison or at designated centers, in which inmates enroll for occupational instruction in specific courses of shop or work activity and related technical subjects.

Week-end Furlough: Release of the inmate to spend allotted periods of time outside the prison with his family or other responsible parties.

Work Assignment: The selection or election of an inmate to a project or work situation within the prison organization, such as kitchen assignment, truck gardner, laundry assistant, etc.--sometimes made at the convenience of the administration.

Work Release: A plan by which selected inmates are released from the prison for employment during the working day and return to the prison at night.

Analysis of data: Sixty-eight members of the prison staff of 205, were interviewed including four members of the State Parole Board. This approximated 32 percent of these correctional groups. One hundred two or 16 percent of the inmates were polled with a similar questionnaire, designed for both individual and group interviews.

The data indicate that professional personnel at the Prison rate vocational training, counseling, and education in that order as the important factors in rehabilitation. Inmates value education, then Vocational training accompanied by job placement and parole, as the factors highest in their opinion, with testing and evaluation as a basis for the selection of a program.

Combined, the evaluation places educational foundation accompanied with vocational training and job placement as the basis for rehabilitation and return to society. Work release is a favored channel into employment. Social recreational, athletic, and religious activity have places in the curriculum of rehabilitation subordinate to the solid education and training program. Counseling activities rate lesser consideration but are needed factors. The lower favor of these activities is due undoubtedly to the shortage of services in this area.

Tables I and II, on pages 6 and 7, show the tabulations of the prison staff and the inmate population, whose reactions were tabulated.

TABLE I

COMPARATIVE SUMMARY OF OPINIONS ON VALUES OF REHABILITATIVE FACTORS, UTAH STATE PRISON - 1968

ADMINISTRATION AND STAFF (Number of Interviews - 68) FACTOR	VALUE	INMATES (Number of Interviews - 102) FACTOR	VALUE
Vocational Education	67	Basic Education	97
On-the-job Training	63	Secondary Education	94
Work Release	63	Elementary Education	86
Counseling, Individual	61	Job Placement	86
Counseling, Group	61	Vocational Training	84
Elementary Education	61	Parole	84
Secondary Education	61	On-the-job Training	83
Testing and Evaluation	60	Testing and Evaluation	80
Public Speaking	59	Work Release	77
Job Placement	54	Social and Recreational Activities	75
Work Assignment	54	Athletic Activity	69
Classification	53	Arts and Crafts	69
Religious Activity	53	Probation	65
Athletic Activities	52	Week-end Furlough	62
Social and Recreational Activities	52	Religious Activity	59
Basic Education	49	Classification	58
Arts and Crafts	43	Public Speaking	57
Week-end Furlough	42	Counseling, Group	53
Parole	36	Counseling, Individual	50
Probation	28	Work Assignment	49

TABLE II

COMBINED SUMMARY OF OPINIONS
ON VALUES OF REHABILITATIVE FACTORS
UTAH STATE PRISON — 1968

(Combined report of staff and inmate personnel)

FACTOR	VALUE
Secondary Education	155
Vocational Training	151
Elementary Education	147
Basic Education	146
On-the-job Training	146
Job Placement	140
Testing and Evaluation	140
Work Release	140
Social and Recreational Activity	127
Athletic Activity	122
Parole	119
Public Speaking	116
Counseling, Group	114
Arts and Crafts	112
Religious Activity	112
Classification	111
Counseling, Individual	111
Work Assignment	106
Week-end Furlough	104
Probation	93

III. SUMMARY OF STAFF INTERVIEWS ON REHABILITATION FACTORS OPERATING AT THE UTAH STATE PRISON

All interviews with the prison administration and staff personnel were conducted in person. Purpose of the interview was discussed with each individual and copies of the definitions of rehabilitative factors were placed in his hands. The factors were discussed, then each person was asked to vote "Yes" or "No" as to his feeling regarding each specific factor. Each was instructed that if he had a reservation or if he felt there was some question about a particular item to leave it blank. Only those items with which he was in full accord were to be checked.

As the various factors were reviewed with staff members, differences in personal feeling or opinion regarding their effectiveness were expressed. The most common reaction with many items was that in principle they are positive rehabilitation factors but in actual operation many are not affective in all cases. Some are much more effective than others, according to staff members. In some cases none have effect and in many cases most factors listed have positive value to the inmates.

There was a tendency on the part of the caseworkers, counselors, and others connected closely with the treatment program to indicate that all factors in the list are effective most of the time. Differences of opinion between treatment personnel and correctional officers were most common. Among the correctional personnel there were reservations about such items as classification, work assignment, group therapy, religious and social activities, etc. A few definite opinions were expressed to the effect that some factors had negative value in as much as inmates took advantage of situations to get on their records, items which would lead toward better situations within the institution or earlier consideration for release.

Item Discussion of Opinion on Vocational Rehabilitative Factors:

Athletic Activities: As defined this factor was agreed upon by a large majority of administrative personnel. Those who had reservations and did not vote questioned whether there was constructive value in athletic activities which took place during the working day and permitted inmates to be released from other assignments during the time they would ordinarily be working if employed. Comment was made by a number of admnistrative and staff personnel that the athletic program served largely a recreational and time-passing program without a great deal of rehabilitative value. Some felt actually that athletic activities indulged into the extent that some inmates were permitted to do so was detrimental to their general rehabilitation and to their proper adjustment and relationships with others. Others felt that any social or group function which required inmates to participate as members of a group or to act under direction, coaching, or supervision had rehabilitative value.

Arts and Crafts: The great majority of administrative personnel favored the arts and crafts program as a rehabilitation factor. It served particularly well with those inmates who were lower in educational achievement, since it provided a supervised activity in which they got not only some skill development, but some general education and experience that required them to work in cooperation with others in the use of tools, supplies, and equipment. Others felt that the basic tool skills developed and the planning experiences resulted in positive rehabilitative value regardless of the previous background of the person participating. A minority questioned the value of this program except for its therapeutic aspects to those for whom it would be prescribed.

Basic Education: This factor was distinguished from elementary education in view of the prison policy to require inmates to achieve an eighth grade level as defined in the General Education Development test series before entering vocational instruction. Since not all elementary courses required for a certificate were taken, these courses were signified as basic education, to distinguish them from the elementary school program. Most of the classes were the same as those taken in the elementary school.

There was almost unanimous agreement that education in any form had rehabilitative values for the inmates, since the mean educational achievement was somewhere between 7th and 8th grade levels. There appeared to be some evidence among the administrative personnel of a feeling that perhaps some of the instruction in these classes, as well as the elementary classes, was academic and somewhat pedantic, in that the regular elementary level textbooks were used with the adult population in the prison and much of the teaching was done by inmates. It was agreed across the board that more general education was required of inmates who presumed to achieve success in an occupational either in the training program or in life outside the institution. The basic education program was considered a first rate factor in effecting the upward climb of most inmates who participated in it.

Classification: This factor came in for some discussion among the administrative personnel, with differences of opinion as to its value. Classification as defined attempts to direct inmates in a program of educational, vocational, and work development which will fit them for return to pursuits in their communities. With few exceptions the administrative personnel favored the classification meeting.

Counseling: This refers to both personal and group counseling. There were differences of opinion in the administrative staff regarding the values of group and individual counseling. There was near unanimous acceptance of individual counseling as having value in moving the individual toward a successful prison program, and release to satisfying community adjustment. It was felt almost unanimously however, that counselors did not have time or did not spend sufficient time with each inmate to assist effectively. Group counseling was questioned by several.

Elementary Education: As described, the elementary education program is offered by the Jordan School District to all who wish to complete their formal schooling for an eighth grade certificate or to move on into the secondary education program available at the prison through the same source. There was little disagreement that elementary education had a positive effect upon those who participated in it with correct motives. The nature of the courses is such that effort has to be sincere, and progress must be equal to that of students in regular school, if inmates are to reach goals set by the program.

Group Therapy: Prison administration personnel were not unanimous in their feeling that the therapy programs in the institution were accomplishing positive and satisfying results. Among the few who had differences of opinion on this item were those who felt inmates participated in these programs as a means of currying favor with correctional personnel at the institution. Many however felt that the group therapy program was effective in assisting them to readjust their lives.

Individual Therapy: There was more agreement as to the positive value of individual therapy than of group therapy. Most who were familiar at all with the prison treatment program indicated without hesitation that individual therapy had positive values wherever it was carried on constructively.

On-the-job Training: Without exception the prison staff personnel felt that on-the-job training had superior values in preparing inmates for return to satisfying occupational and community experience. As defined on-the-job training placed the inmate under a planned program, provided him work experience and related study, as well as directing him toward a constructive occupational growth. Few inmates felt differently than the prison administration. With some exception it was felt that this program was initiated with the highest motives and had functioned most effectively in the lives of those who participated.

Job Placement: Some questioned the job placement item as being an effective element in the rehabilitation program. This was not because of its value but because of its use. It was felt by a number that securing jobs for inmates upon their release served as a means of clearing the person from any further commitment by the institution and that it served merely to get the inmate into society, without providing him a satisfying means of either economic or personal security. However, there was considerable opinion that if properly used, and when used effectively, job placement had great value in rehabilitation.

Parole: As defined, parole was listed as a positive factor of relatively high value in as much as it placed the inmate in society under skilled supervision and enabled him to have access to counseling service, to assistance, and to support, as needed while making his adjustment into society. Some felt its value was over-rated but the majority favored parole as an affective means of assisting an inmate to make his re-entry into self sufficiency on acceptable grounds.

Public Speaking: Those of the administrative personnel who had taken part in carrying on the public speaking program for inmates regarded it highly as a rehabilitation factor. Others who saw its effect upon other inmates and in individual cases upon those who participated felt that it served as an ego satisfying activity for many of the inmates without providing them the constructive discipline they needed. They took advantage of a particular ability to gain recognition, rather than of the situation to develop themselves. On the whole it was considered in principle to have much value but in practice to fall short in a number of instances.

Probation: Probation received fewer comments in number comparatively in as much as it was a pre-institutional factor. Those who were familar with its more beneficial effects favored probation over some other elements of the rehabilitation program. It did not receive wide comment.

Religious Activities: As would be expected, there was variation of opinion in religious activities. Those who differed from the feeling that it was a positive factor with inmates did so on the grounds that it became an emotional outlet or a self agrandisment activity, or it provided an opportunity to put on a front which actually had no foundation. It was agreed in nearly all cases however that those who entered into a religious program with the ideal of achieving spiritual and social development and growth received value from it.

Secondary Education: Very few did not endorse the secondary education program as with other phases of the formal education as means of up-grading and developing the inmates for further growth beyond the prison walls.

Social and Recreational Activities: These included all of the planned general activities not listed as athletic or religious or educational. The inmate clubs, the Dale Carnegie Self Development Program, the alcoholics and drug addiction programs, and social activities such as, concerts, choruses, bands, rodeo activities, fellon follies, etc., come under this heading. These were all felt to have positive therapeutic and rehabilitational value to those who participated with a sincere effort to find new outlets for energy, to gain new experiences and to develop themselves as individuals living within a group. This opinion existed practically across the board.

Testing and Evaluation: While listed as a rehabilitative factor, testing and evaluation was considered the preliminary function which laid a foundation for building a rehabilitation program for each inmate in as much as it served as an inventory of his achievement, his interests, his aptitudes, his attitudes, and in general gave a profile picture of the individual himself from which a program could be developed.

Week-end Furlough: This was the most controversial factor listed in the twenty-two inasmuch as it provided an un-supervised, un-directed outlet

for inmates away from the correctional institution. Such remarked it as excellant if the inmates are carefully screened. It is also an opportunity for connections to be made and kept on the outside. "Excellant for married men with families who have a place to go, but permits the single inmate to be loose for a period of time." These were comments about this element. It was felt however by many that in principle the week-end furlough can have excellent rehabilitation value.

Vocational Training: The measure of the number of individuals whose opinions were polled can be taken by the number of opinions expressed on vocational training. With one exception in the administrative staff it was felt that vocational training was a major foundation stone for successful rehabilitation of inmates.

Work Assignment: This is distinguished from on-the-job training, as on-the-job training is an educational activity and work assignment is an economic activity. Among the prison staff interviewed there was near unanimous opinion that work assignment has rehabilitation value since the great majority of persons coming into the prison are without occupational experience and in many cases without work experience. Work assignment, which requires them to take responsibility, to perform tasks and to act under supervision or direction, is therapeutic and positive in its value. There were those who felt that in too many cases the work assignment is merely a time passing device, or, in some cases is an out-right punishing device. It may have had as much deleterous affect as it should have positive value.

Work Release: This factor rated very highly for rehabilitational value. It requires standards to be met, activities to be recorded, and attitudes to be developed or exhibited. Value of work release reaches its highest level when the inmate is placed on the job and gains experience or discovers for himself the requirements of industry and of society as a producing contributing individual. One or two comments opposing work release program were to the effect that inmates worked up to this point in order to provide themselves an opportunity to prepare for and make an escape.

In statistical evaluation of the factors by prison staff there may be some weighting, since this is the program of the "organization." There is something to be said about the program as a matter of policy and theory. All the elements in it are designed for their rehabilitative or therapeutic values; when carried out under proper conditions for normal persons there can be nothing but good results.

However, in the inmate population the constant mentioned in a number of publications--that the inmate has an imbittered or a prejudiced attitude toward any activity geared to make him better--tends to nullify any program factor or influence extended to him by correctional personnel.

There may be also some shading of sentiment regarding rehabilitative factors by some personnel schooled more strongly in correctional practice than in rehabilitation assistance. Lack of these factors seems to be relatively minor in the opinions listed in this report.

IV. SUMMARY OF INMATE INTERVIEWS ON REHABILITATION FACTORS OPERATING AT THE UTAH STATE PRISON - 1968

Inmate interviews were conducted both individually and in groups of three to twelve. The survey form was passed out; the purpose of the survey was discussed, pointing out that this was an opinion survey. The groups were informed as to how the factors listed on the survey were named and defined, and given opportunity to question any factor. They were told also that if they questioned the value of any factor, or disagreed with the statement about it to omit the item. Only those items with which they could agree were to be checked.

The attitudes of the majority of inmates interviewed were positive and they cooperated by giving wholesome opinions. A number of factors such as "classification," "testing and evaluation," and "work assignment," came in for some criticism but were not considered to be outside the area of rehabilitation. However, the inmate opinion of these and the counseling factors were not always rated as high as with the staff personnel.

Item Discussion of Interviews with Inmate Population:

Athletic Activities: There were sharp differences of opinion among inmates as to the value of athletic activities in the rehabilitation program. Those who participated in it were strong in its favor. There was a feeling among others that it was limited by the number who could participate, and that in too many cases those in athletics became "professionals," thereby freeing themselves from any responsibility for the work program of the institution. Agreement was common that it had recreational value, and therapeutic value in many cases. It did not rate as high with inmates generally as with staff.

Arts and Crafts: There was high opinion of the arts and crafts among the inmates. Part of the evaluation was in terms of its economic value to those who entered it as a means of income. But generally speaking, it was felt that this provided an outlet and a development that had value to all who participated.

Basic Education: Inmates were near unanimous on the value of the education program. There was criticism as to its effectiveness in some instances; with the reaction that the courses were simple, not adapted to adult needs, and in some cases poorly taught. This was more a criticism of program

content than of the program as a factor in development. A significant number felt that much of the instruction could be better adapted to adult learning.

Classification: There were wide differences of opinion in the values of classification as a rehabilitative measure. A portion of those interviewed had gained from classification activity, others felt they had been retarded or pushed aside into less effective situations or given more disciplinary than counseling service. This factor did not rate as high as many others, although many felt it has high potential as a guide to productive programming.

Counseling: Most inmates favored counseling as a service provided the service was available. The most common comment in discussing this factor with inmates singularly or in groups was the lack of opportunity for adequate counseling. In the minds of most, counseling and therapy were either the same thing or interchangeable and their reactions were similar to each. Individual counseling rated highly with most persons interviwed. Group counseling received varied reaction from high value to negligble value. The basic criticism of this activity either in group or individual form was insufficient opportunity and time for an adequate program, due largely to shortage of personnel.

Elementary Education: This factor rated high with all inmates as a means of starting a man on his way to greater self sufficiency--self confidence.

Group Therapy and Individual Therapy: These were treated as similar in nature and content to counseling. The value of these activities would be increased by a clearer distinction between therapy activities and counseling activities, in the mind of the average inmate. Also, there should be more opportunity and time for extended activity.

On-the-job Training: There was wider variation of opinion regarding on-the-job training among the inmates than among administrative personnel, probably due to the fact that the program did not afford sufficiently wide participation to have common understanding and value among inmates. Those who were familar with its activities or had participated in it spoke highly of it.

Parole: Unbiased or objective opinion was rather difficult with reference to parole since this was the event that inmates looked forward to as second to complete release. Some of the more thoughtful considered it as of good value, but as a factor was too often misused by individuals for the good of the population as a whole.

Public Speaking: This activity was rated highly by all who participated in it and listed as having value by most others. In many cases inmates felt that the opportunity to speak before groups outside provided the first real taste of community or public acceptance.

Probation: Probation was commented only lightly by inmates since most were not familiar with it.

Religious Activities: Inmates classified religious activities as not one of the higher values in the rehabilitation program. There was some sentiment in its favor as being for many the first opportunity to realize in themselves any moral or ethical values, but was thought also to a sanctuary which covered for less desirable actions or interest.

Secondary Education: Rated highly by all inmates and one of the best means of bettering themselves, and of justifying time constructively.

Social and Recreational Activities: These were felt to have value by the inmates in as much as they provided opportunity for group association, common goals, the provision of outlets for talents not developed or not understood among many of the prison population. For a number these activities opened doors to group acceptance and became a first incentive to self improvement.

Testing and Evaluation: Felt by most inmates as necessary but not having value in itself. Many of those interviewed indicated they had not had follow-up with counselors or case workers on the results of their testing program in terms of planning a development or education program. In principle it was a preferred experience, in practice it lacked adequate follow-up.

Week-end Furlough: This was rated as desirable but too difficult to secure to have a very great value in rehabilitation for the average inmate.

Vocational Training: As with the administration, vocational training was rated highly among the inmates. However, the opportunity to participate and the knowledge of its values was not wide-spread. There was a shade of cynicism among some inmates as to its being a harbor or a safe oasis from the more rigorous economic requirements of prison life.

Work Assignment: Opinion divided about equal on the values of work assignment. Nearly all accepted the principle that inmates must work in one of the prisons economic activities but there was some feeling of discrimination among those who had to work and those who were given the opportunity for vocational training or inside assignments that were clerical, semi-supervisory or otherwise protected activities.

Work Release: The goal of all inmates who had desire for restoration to an economic status in which they could move out on their own.

Summary: Effort was made in both staff and inmate interviews to elicit objective opinions. As the tables, pages 6 and 7 show there was rather high agreement between inmates and staff on the stronger factors in rehabilitation. Inmate opinion tended noticeable to be given as value to inmates as a population "but not so much for me." Individual persons came in for special commendation from inmates, for their personal interest and assistance, vocational teachers particularly were named.

In one case an inmate declined to give any opinions, saying, "I have my reasons." Another, recently paroled, indicated that his path to self confidence and eventual independence began with therapy, counseling, and vocational training, which caused him to discover abilities and assurance he had never known before. About one in ten looked on the different influences and programs as part of the social mores of the institution. "You go along and pick out what you like; the rest--they have their place--."

Inmate human characteristics and values tended to run through the inmate groups. They want opportunity to strengthen their individual abilities in socially approved ways. They have rather stronger than common prejudices, and too often a sense of futility about catching up with their goals or ideals. They look for acceptance, a fair chance, and help to become competent socially and economically.

V. SURVEY OF EDUCATION AND TRAINING SERVICES AT THE UTAH STATE PRISON 1958 - 1968

As part of this descriptive analysis of vocational rehabilitation at the Utah State Prison--and in preparation for a more detailed study of education and rehabilitation--data were taken from the records of 755 former and present inmates. This included: elementary, secondary, and other formal education completed; occupation, work experience and offender history; tests taken, with ratings; education, vocational training, counseling therapy, and other experiences.

It was found in the records reviewed that 668 inmates had enrolled in classes at some time during their prison stay. Preliminary review of these records seems to indicate that not all enrollments were recorded on the individual records of inmates or that they were recorded in such a way as to not be picked up by those taking information from the records. First enrollments found leading to elimentary certificates or high school diplomas were recorded in the year 1958-59. The first enrollments recorded in on-the-job training were reported in 1962. The Jordan School District had record of certificates and diplomas being given prior to those years.

The Utah Technical College program began at the South Park Academy in 1964; since that time 449 inmates have record in their files of enrollment in these classes; many have certificates recorded in their records. Further study of the individual records must be made to determine specifically when and what enrollment records were kept and placed in the jackets of South Park Academy students.

It is impossible from this preliminary survey to record specific data on counseling, either group or individual, from the information available in the record jackets. Entries over the names of counselors, case workers, or others assigned these activities, indicate a variety of concepts as to the counseling activity. Until these concepts can be clarified and correlated it is impossible to record statistically the number and kinds of counseling experiences inmates had.

A statistical sampling was made of the 755 records in three different ways: (1) the total number of visitations or confrontations inmates had with members of the prison staff, other than disciplinary, was recorded. Similarily the number of entries made in the records of inmates signed by correctional case-workers, case workers, counselors, or chaplains were recorded. A third sampling was taken by research personnel who reviewed all entries in terms of the commonly understood interpretation of counseling. In each case somewhat similar results were obtained but nothing could be deducted which would bear statistical analysis.

Therefore for purposes of this report it can be stated that from the records reviewed the average number of counseling interviews or experiences had by an inmate during his stay at the prison varied from one to five or six with the mean being between three and four. There appears at this point not to be clear distinction between individual and group counseling. The inmates whose personal, emotional, or other problems appeared greatest naturally received more attention than those who expressed no needs. However, there were a number of inmates with only one or two entries in their records that could be classified as counseling and a few who had none.

Two reasons were evident for this: (1) those demanding the most assistance received it; (2) the lack of sufficient personnel to establish and carry out a satisfactory counseling program prohibited service to other than those most demanding.

It is noted in the tables, on pages 18 and 19, that participation in education and training gathered momentum slowly and almost lapsed, in the early 1960's. In 1962 renewed emphasis and some financial support gave emphasis to both education and vocational training, so that the upward trend gained strength. By the 1967-68 school year 12½ percent of the population enrolled in education classes and 14 percent in on-the-job or fulltime vocational training.

TABLE III

NUMBER AND PERCENT OF PRISON POPULATION ENROLLED IN BASIC AND SECONDARY EDUCATION CLASSES AS REPORTED JULY 1, 1958 to JUNE 30, 1968

CLASSES OFFERED	1953-1958	1959	1960	1961	1962	1963	1964	1965	1966	1967	1968	TOTAL
BASIC EDUCATION					14	42	32	35	34	62	48	267
SECONDARY EDUCATION						4	2	4	1	7	30	48
TOTAL ENROLLED					14	46	34	39	35	69	78	315
TOTAL ELEMENTARY CERTIFICATES GIVEN		5				3	3	4	9	16	23	63
TOTAL HIGH SCHOOL CERTIFICATES GIVEN	33	5	6	6	5	5	5	1	12	16	32	126
AVERAGE PRISON POPULATION		556	537	569	622	694	686	700	672	657	661	
PERCENT ENROLLED					2.2	7.4	5.5	5.6	5.5	10.7	12.5	

Information presented on this table and the one following is taken from records made available by the Utah State Prison and the Utah Probation and Parole Board. The tables summarize enrollments as found in the records of present and former students of the South Park Academy and the Utah Technical College at Provo, and from the graduation reports of Jordan School District. As the tables indicate, enrollments prior to the 1958-59 school year are not shown, but numbers graduating are given. Also enrollment data for the years 1959 to 1963 were not complete in individual records of former students. The tables in Basic (Elementary) and Secondary education numbers enrolled and certificates issued in relation to mean prison population for each year. Vocational enrollments include both full time classes and on-the-job training.

TABLE IV

NUMBER AND PERCENT OF PRISON POPULATION ENROLLED IN VOCATIONAL TRAINING PROGRAMS OR CLASSES AS REPORTED JULY 1, 1958 to JUNE 30, 1968

TRAINING OFFERED	1953-1958	1959	1960	1961	1962	1963	1964	1965	1966	1967	1968	TOTAL
BOILER OPERATION			2	3	5	6	12	15	3	11	6	63
CULINARY (COOKING)			1		5	2	3	6	13	13	4	47
DRAFTING*							8	18	23	35	20	104
ELECTRICITY°			2	1		1	8	5	13	19	19	68
LANDSCAPING			1		1				1	7		10
LAUNDRY & DRY CLEANING					1	4	8	6	1	16	13	49
MACHINE SHOP			3	3			3					9
PLANT MAINTENANCE				1	1	5	3					10
MEAT PROCESSING					2	4	5		1	9	11	32
MILK PROCESSING					2	2	2				1	7
WELDING* °				4	1		3	4	8	18	23	61
TOTALS			9	12	18	24	55	54	63	127	97	459
AVERAGE PRISON POPULATION		556	537	569	622	694	686	700	672	657	661	
PERCENT ENROLLED			1.7	2.1	2.9	3.5	8	7.7	9.4	19	14	
VOCATIONAL CERTIFICATES	11					9	24	32	7	76	89	

*Full time vocational classes conducted by Utah Technical College at Provo
°In electricity three trainees were in on-the-job training (1960-1961)
*°In Welding five trainees were in on-the-job training (1961 and 1962)

VI. CONCLUSIONS AND RECOMMENDATIONS

This review and analysis of the rehabilitative programs available at the Utah State Prison was necessary in that no previous documentation of services has been made. The amount of time taken and the procedure used make it an opinion survey. The integrity of the report on these bases is without question. The information secured serves only to indicate the validity of the factors studied and the value inherent in a proper research and demonstration project based on the programs and services described.

All items used in the poll were reviewed extensively with administration, professional and technical personnel at the institution, and with a sampling of the inmate clerical staff. All interviews with professional and technical personnel were conducted in person. With a few exceptions all inmate interviews were conducted the same way. The exceptions were those inmates in the correctional offices where the project was known and its purposes had been discussed. Where either employee or inmate questioned any statement or factor, the item was eliminated from his opinion sheet.

Conclusions. At least twenty readily identifiable rehabilitative programs, services and factors can be listed and studied objectively at the Utah State Prison. In addition, a variety of influences can be named which have direct bearing on attitudes, cooperation, social and moral behavior, incentives and other constructive change in inmates. Among these are medical, dental, and surgical assistance, health, vision and hearing services and economic planning. The factors reviewed here are the most common and widely supported, and most easily defined and understood. A carefully prepared, technically detailed research can and should be made to isolate and evaluate the "critical" factors in rehbilitation of prison inmates, and a policy and program projected for its full implementation. Its results would well justify the cost.

Evidence supports the conclusions made in other studies and reports that education and guided occupational selection and training are among the most effective factors building healthful outlooks, confidence, and job competency in public offenders.

Review of questionnaires and interviews with parolees and former inmates being conducted as part of the total South Park Academy evaluation, point to the value of these programs. They coincide in all cases, where employment is secure, with the ratings given as the five highest in the opinion poll.

The one disparity evident in the tabulation of inmate and staff opinions deals with counseling. Inmates placed it low; staff placed it high. It was evident in interviews that the disparity came from insufficient participation on the part of inmates, and differences in

interpretation of the counseling function on the part of correctional personnel. This is an area in which special study and evaluation can be made.

Therapy, both the term and the treatment, was somewhat confusing, particularly to the inmates. To some it was confused with group counseling; to some it was a place to "beef and get points;" to others it was an emotional release and a place to "get your thinking straightened out." Individual therapy was listed as most helpful when it extended over a long enough time to be effective. In comparison, to a number of inmates, group therapy seemed not to arrive at anything. In the opinions of staff personnel the therapy program usually resulted in improvement of attitudes, better cooperation of inmates with each other, and clearer and more composed thinking. It appears evident that therapy has high potential, but can be upgraded possibly by more organized preparation and conduct.

Vocational training ranked highest in the opinions of staff--education ranked highest with inmates. In the interviews with inmates it was observed that most who had enrolled in vocational classes gave preference to the vocational training. A few however, probably with clearer thinking placed education classes and vocational classes equal in value.

On-the-job training seemed to elevate in direct relation to the time spent by the instructor in giving demonstrations and in teaching related theory and principles. In inmate opinion, on-the-job training rated high when the training phases were equal with the production phases. Unless this was the case it was not different from work assignment.

The highest rated factor in the joint tabulation was secondary education, with a 90 percent evaluation by the 170 persons interviewed. Next was vocational training with 87 percent and elementary education with 85 percent. Basic education and on-the-job training follow with 84 percent each. Job placement, testing and evaluation and work release were equal with 80 percent rating.

These ratings give further credence to the growing realization that correctional practic must invest more in the education and training of offenders. Personal, social and other forms of counseling are not of less value in rehabilitation. Education and training, absolutes required to compete in today's economy, have increased in importance until they demand attention in an effective correctional system.

Recommendations:

1. It is proposed that this evaluation of rehabilitation be extended into a complete study and rating of the factors necessary for effective rehabilitation of public offenders. The study should include the costs of education, training, counseling, placement, and other services in comparison with

the costs of incarceration, recidivism, court service, etc. If studies of this type have been made, they should be reviewed and made functional in the Utah correctional program.

2. Increased attention and emphasis should be placed on the coordination of rehabilitative functions at the Prison. Of necessity the different treatment programs, work projects, and education activities must go forward. Observation from outside the staff however, leads to the conclusion that the various operations tend to function separately and without cross reference. In the interviews it was noted that different divisions of the correctional and treatment staff and the education and training personnel do not work closely together. Some expression was made that at times they appeared to be even at cross purposes.

   This coordination and correlation of the total treatment, training, and work program might function more effectively under a master plan jointly prepared, and implemented under direction of one well qualified director.

3. It is proposed that the education and vocational training program, including on-the-job training, could be made to function more efficiently if it were formed into a total education curriculum, with over-all goals set, steps and levels of advancement agreed upon, and the program coordinated into one department. Though present education activities are functioning satisfactorily within themselves, unification can bring increased value to the classes and more security and success to inmates in the courses.

4. This preliminary survey points up clearly the value of the three phase project of which this report is the first step. This project should receive full consideration and implementation by the Utah Interagency Council on Public Offenders. Until the day when social development and community planning reduce crime and public offence to a minimum, treatment, education, and training of public offenders must continue as an expanding function of correctional institutions. Efficiency in this program requires planning, coordination, and continuous evaluation.